

**INSPECTION REPORT INTO THE PROCUREMENT FOR PROVISION OF
CLEANING SERVICES TO UGANDA VOCATIONAL AND TECHNICAL
ASSESSMENT BOARD**

PROC. REF.: UVTAB/NCONS/24-25/00052

**ENTITY: UGANDA VOCATIONAL AND TECHNICAL ASSESSMENT BOARD
(UVTAB)**

COMPLAINANT: MODISH VAULT LIMITED

SEPTEMBER 2025

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Acronyms

BEB	Best Evaluated Bidder
NOBEB	Notice of Best Evaluated Bidder
PPDA	Public Procurement and Disposal of Public Assets Authority
RFP	Request for Proposals
SBD	Standard Bidding Document
UGX	Uganda Shillings
UVTAB	Uganda Vocational and Technical Assessment Board
VAT	Value Added Tax

1.0 SUMMARY OF FACTS

1. On 26th May 2025, Ms. Kalongo Annitah, in charge of Human Resources wrote a memo to the Procurement and Disposal Unit requesting for cleaning services specifying the Terms of reference for the cleaning areas which included:
 - i. Tall Tower with 6 floors, 1 basement and basement parking,
 - ii. Short Tower with 2 floors and one basement, and;
 - iii. Kisaasi printery with 2 storied apartments and 2 floors.
2. On the same date, 26th May 2025, and the procurement was initiated by Ms. Kalango Annitah.
3. On 11th June 2025, the procurement was confirmed by the head of the User Department.
4. On 12th June 2025, the Accounting Officer confirmed availability of funds with an estimated annual budget of UGX 264,000,000 VAT inclusive with a monthly budget of UGX 22,000,000.
5. On 12th June 2025 the procurement was submitted to the Contracts Committee for approval of the procurement method, evaluation committee and shortlist of providers. The procurement method proposed was Restricted Domestic Bidding and seven service providers were shortlisted by the Procurement and Disposal Unit (PDU) with a justification that they were registered with PPDA and had Market knowledge of the Entity:
 - i. Padre Consult Ltd
 - ii. Ethical Clean Services Ltd
 - iii. Modish Vault Limited
 - iv. A&M Clean Services Ltd
 - v. Trend Events Limited
 - vi. Safi Cleaning Services Ltd and
 - vii. Ace Cleaning and Homecare Ltd
6. On 12th June 2025 the Evaluation Committee was approved by the Contracts Committee and it was made up of the following members:
 - i. Ms. Annitah Kalongo - Representative of the User Department
 - ii. Ms. Nassiwa Pascazia -Financial knowledge and guidance
 - iii. Ms. Flavia B Bigabwa-Procurement knowledge
7. On 27th June 2025 the shortlisted providers were invited with a bid closing date of 10th July 2025. According to the record of issue of bids, all the seven bidders were issued with the bidding documents and acknowledged receipt of the documents.
8. On 10th July 2025, three bidders submitted their bids. These were:
 - i. Padre Consult Ltd;
 - ii. Ethical Clean Services Ltd; and
 - iii. Modish Vault Limited
9. Bids were opened on the same day, 10th July 2025, with the following read out prices in Table 1 below:

Table 1: Bid Prices Read Out at Bid Opening

No.	Bidder Name	Monthly Bid Price (UGX)	Annual Bid Price (UGX)
1.	Padre Consult Ltd	16,520,000	198,240,000
2.	Ethical Clean Services Ltd	24,974,788	-
3.	Modish Vault Limited	21,000,000	-

10. During evaluation, two bidders were eliminated at the preliminary evaluation stage for the following reasons:
 - i. Padre Consult Ltd submitted a forged Tax Clearance Certificate.
 - ii. Modish Vault Ltd did not submit a Tax Clearance Certificate.
11. At the financial stage of evaluation, there was one remaining bidder that is Ethical Clean Services Ltd which was recommended for contract award by the Evaluation Committee with a contract price of UGX 24,974,788 monthly and UGX 299,697,456 annually which was above the Accounting Officer's estimate by UGX 35,697,456.
12. The Evaluation Committee recommended negotiations between Ethical Clean Services Ltd and the Entity. The negotiations team members included: Ms.Cate K Ssemakula, Mr. Kawanguzi Geoffrey, Ms. Anitah Kalongo, Ms. Nasuwa Pascazia and Ms.Flavia B. Bigabwa.
13. The negotiation date was set for 23rd July 2025, and an invitation was sent to the bidder to that effect, however, the date was rescheduled to 25th July 2025.
14. Negotiations brought down the price to the actual budget of UGX 22,000,000 monthly as a result of descoping the waste management component by removing waste bins and the bidder was requested to send a revised quotation to that effect.
15. The Contracts Committee considered and approved the negotiation report on 4th August 2025 recommending Ethical Clean Services Ltd at UGX 22,000,000 monthly.
16. The Notice of Best Evaluated Bidder (NOBEB) was displayed from 5th August 2025 to 19th August 2025.
17. The draft contract was submitted to Solicitor General on 19th August 2025 and there was no response on file as yet from the Solicitor General.
18. On 11th August 2025, the Authority received a complaint from Modish Vault Ltd regarding the ethical conduct in business for bidders and providers, specifically alleging that there was conflict of interest, gifts and hospitality and fraudulent practices by avoiding to openly advertise in the national newspapers.
19. On 20th August 2025, the Authority wrote to Uganda Vocational and Technical Assessment Board initiating an inspection into the procurement for provision of cleaning services.

20. On 21st August 2025, the Authority received a letter from Modish Vault Ltd, written on company letterhead stating that the company did not author any complaint nor whistle blow to PPDA about the procurement process they participated in at UVTAB. They further stated that they were satisfied with the procurement process that was fair and transparent. It was signed by the company's Director, Mr. Niyonzima Fred Job.

21. The Authority proceeded with inspection as planned since the inspection had commenced.

2.0 LAW APPLICABLE

- i. The Public Procurement and Disposal of Public Assets Act Cap 205;
- ii. The PPDA (Rules and Methods for Procurement of Supplies, Works and Non-Consultancy Services) Regulations, 2023; and;
- iii. The bidding documents.

3.0 OBJECTIVES OF THE INSPECTION

The objectives of the inspection were to establish whether:

- i. The Entity used an inappropriate procurement method by avoiding the use of Open Domestic Bidding and using Restricted Bidding;
- ii. There was late or no notification of the shortlisted bidders for the procurement opportunity an indication that the staff who handled the process were conflicted and biased; and
- iii. The Contracts Committee requested one Company to revise the unit prices in disregard of the other bidders.

4.0 METHODOLOGY

The Authority adopted the following methodology:

4.1 Review of the following documents:

- i. The bidding document;
- ii. Bids submitted by bidders
- iii. Procurement initiation documents;
- iv. Record of issue and receipt of bids;
- v. Record of Contracts Committee submissions and approvals; and
- vi. Correspondences between the Entity and the bidders.

4.2 The Authority held a meeting with the following persons indicated in Table 2 below.

Table 2: Persons interviewed.

No.	Name	Organization	Designation	Date interviewed
1.	Mr. Geoffrey Kawanguzi	UVTAB	Senior Manager Finance and Administration	18 th September 2025
2.	Ms. Flavia B. Bigabwa		Senior Procurement Officer	

5.0 FINDINGS OF THE AUTHORITY

5.1. Whether the Entity used an inappropriate procurement method by avoiding the use of Open domestic bidding and using restricted bidding

1. The complainant alleged that the Entity used the Restricted Domestic bidding method by shortlisting seven bidders instead of using the Open Domestic Bidding method for competition and fairness.
2. The Authority reviewed the procurement action file and noted that the Accounting Officer's approved estimate was UGX 264,000,000 with a monthly budget of UGX 22,000,000.
3. Guideline 1/2024 on *thresholds for Procurement methods* issued by the Authority states that "*Restricted Domestic Bidding or Restricted International Bidding shall be used if the estimated value of the supplies or the non-consultancy services is greater than UGX 200 million but does not exceed UGX 400 million*".
4. The Authority noted that the Entity used the appropriate procurement method given the thresholds provided since the estimate was UGX 264,000,000, which was greater than UGX 200,000,000 but not exceeding UGX 400,000,000 as per Guideline 1/2024 on thresholds for Procurement methods.

Decision: The Authority found that the Entity used the correct procurement method guided by thresholds for the procurement methods given the Accounting Officer's approved estimate of UGX 264,000,000 which was greater than UGX 200,000,000 but not exceeding UGX 400,000,000 and therefore found no merit in ground one.

5.2. Whether there was late or no notification of the shortlisted bidders for the procurement opportunity an indication that the staff who handled the process were conflicted and biased

1. The complainant alleged that there was late or no notification of the shortlisted bidders for the procurement opportunity an indication that the staff who handled the process were conflicted and biased.
2. The complainant further stated that its bid was eliminated at preliminary stage of the evaluation process due to the fact that they did not submit a Tax Clearance Certificate (TCC).
3. Review of the bid document submitted by Modish Vault Ltd, revealed that no Tax Clearance Certificate was submitted which formed the basis for elimination of the bidder at preliminary stage of evaluation.

4. The complainant alleged that they received a call from Mr. Kawanguzi Godfrey and Ms. Flavia Businge requesting them to get 25 professional cleaners who would work at both UVTAB Headquarters and UVTAB Kisaasi offices.
5. The Authority interviewed both Mr. Kawanguzi Geoffrey and Ms. Flavia Businge on 18th September 2025 and both stated that no calls were made by them requesting for 25 professional cleaners to work at both UVTAB Headquarters and Kisaasi Offices since they do not own companies offering cleaning services.
6. Notification of bidders was done through emails sent to the shortlisted bidders on 3rd July 2025. and the email thread was attached on file. Ms. Flavia Businge, the Senior Procurement Officer stated that, in addition to the emails sent, shortlisted bidders were notified by making telephone calls. A record of the emails sent is attached here as **Annex 1**.
7. The record of issue of bidding documents revealed that all the seven bidders shortlisted were issued with the bidding documents and acknowledged receipt of the documents and were allowed enough time to bid from 27th June 2025 to 10th July 2025.

Decision: The Authority found that the seven shortlisted bidders were notified of the procurement opportunity evidenced by the emails thread on file and acknowledgement of receipt of the bidding document as per the record of issue of bidding documents (attached as **Annex 2**) and therefore the issue was misconstrued and found no merit in this allegation.

5.3. Whether the Contracts Committee requested one Company to revise the unit prices in isolation of the other bidders

1. The complainant alleged that the Contracts Committee requested only one company to revise the unit prices in disregard of other bidders.
2. During evaluation, two bidders were eliminated at the preliminary evaluation stage for the following reasons:
 - i. Padre Consult Ltd submitted a forged Tax Clearance Certificate (attached as **Annex 3**).
 - ii. Modish Vault Ltd did not submit a Tax Clearance Certificate.
3. Only one bidder that is Ethical Clean Services Ltd that proceeded to the financial stage was recommended for contract award by the Evaluation Committee with a contract price of UGX 24,974,788 monthly and UGX 299,697,456 annually VAT inclusive which was above the Accounting Officer's approved estimate by UGX 35,697,456.
4. The Evaluation Committee recommended negotiations between Ethical Clean Services Ltd and the Entity. The negotiation team was nominated and approved by Contracts Committee on 22nd July 2025 including Ms.Cate K Ssemakula, Mr. Kawanguzi Geoffrey, Ms. Anita Kalongo, Ms. Nasuwa Pascazia and Ms.Flavia B. Bigabwa.

5. Negotiations brought down the price to the actual budget of UGX 22,000,000 monthly as a result of descoping the waste management component by removing waste bins and the bidder was requested to send a revised quotation to that effect.
6. The negotiation report was submitted to Contracts Committee which considered and approved it on 4th August 2025 recommending Ethical Clean Services Ltd at UGX 22,000,000 monthly.

Decision: The Authority found that the revision of the quoted price was a result of negotiation process which was conducted in line with the Public Procurement and Disposal of Public Assets (Negotiations) Regulations, 2023 and the Contracts Committee only approved the negotiation report and therefore the Authority found no merit in this allegation.

6.0 CONCLUSION AND RECOMMENDATION

The Authority recommends that the Entity finalizes the procurement process for provision of cleaning materials to its logical conclusion in accordance with Section 57 of the PPDA Act Cap 205.

The Accounting Officer should submit Padre Consult Ltd for suspension by the Authority in accordance to Section 128 (a) of the PPDA Act, Cap 205 for forging of a Tax Clearance Certificate which was a breach of ethical code of conduct.

9/22/25, 10:18 AM

REQUEST FOR PROPOSALS/QUOTATION FOR CLEANING SERVICES FOR THE BOARD - flaviabusinge9@gmail

Date: Thu, Jul 3, 2025 at 11:06 AM

Subject: REQUEST FOR PROPOSALS/QUOTATION FOR CLEANING SERVICES FOR THE BOARD

To:

<padreconsultltd@yahoo.com>, kaaya2010@yahoo.com <kaaya2010@yahoo.com>, modishvaultltd@gmail.com <modishvaultltd@gmail.com>, admin@trendeventsltd.com, <info@saficleaning.co.ug>, <info@amecleaning.com>, <info@aceclean.com>, acecleaning.homecare@gmail.com.

Dear All,

I hope this email finds you in good health.

Please find attached the request for proposal for cleaning Services for the Board.

Kindly acknowledge receipt of the email and confirm participation in the same.

Looking forward to your positive participation.

Kind Regards

Flavia Businge Bigabwa

Mobile: +256 (0) 782 411258

P.O Box 37105

FORM 8

Regulation 57(3)






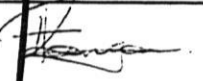
THE PUBLIC PROCUREMENT AND DISPOSAL OF PUBLIC ASSETS ACT, 2003

RECORD OF ISSUE OF BIDDING DOCUMENTS

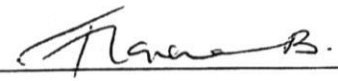
Procurement Reference Number			
Code of Procuring and Disposing Entity	Supplies/Works/Non-consultancy Services	Financial Year	Sequence Number
UVTAB	NCONS	24-25	00050

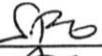
Particulars of Procurement	
Subject of Procurement	PROVISION OF CLEANING SERVICES FOR THE BOARD
Date of Publication of Bid Notice	N/A
Date of bidding document or addendum is Available	27TH JUNE 2025
Addendum Number	N/A


Particulars of Issue of Bidding Documents or Addendum							
No.	Name and Address of Bidder	Date of Application for the Document ^{1*}	Fee Paid	Date and Time of Issue of Documents	Person Issued with the Document and Address	Signature of Person Issued with Document	Name and Signature of Officer Issuing Document
1.	Padre Consult Ltd	27-6-25	N/A	27-6-25	Paye G. G. G. Kampala, UG		
2.	Ethical Clean Services Ltd	27-6-25	N/A	27-6-25	Kanyanja Ali		

3.	Modish Vault Limited	27-6-25	N/A	27-6-25	SEKITHO WILLIAM JOB		
4.	A&M Clean Services Ltd	27-6-25	N/A	27-6-25	CHITRE		
5.	Trend Events Limited	27-6-25	N/A	27-6-25	Brenda		
6.	Safi Cleaning Services Ltd	27-6-25	N/A	27-6-25	Tushabe		
7.	Ace cleaning and Homecare Ltd	27-6-25	N/A	27-6-25	Fazina Fazina		


I hereby certify that the above is a true and accurate record of the issue of bidding documents.

Name: 

Position: 

Signature: 

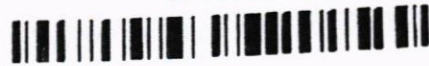
Date: 27/6/25.

 Uganda Revenue Authority	TRANSACTION TAX CLEARANCE CERTIFICATE	For General Tax Questions call our Toll Free 0800117000 Or log onto URA web portal https://ura.go.ug Notice - DT- 2097
	(Issued under Sec. 134 Income Tax Act, CAP 340) Issue Date: 09/07/2025	

Certificate Reference Number

UGND115081732

Certificate Barcode



URA hereby certifies that the applicant whose particulars appear below has complied with the required tax obligations for the tax period from: 01/07/2025 to: 30/06/2025

Section A: Applicant's Particulars

Taxpayer Identification Number (TIN)	1001474322
Taxpayer's Legal Name	PADRE CONSULT LIMITED
Taxpayer Business Name	PADRE CONSULT LIMITED
Physical Address	00 MACKANISSINGN, MACKANISSINGN, KAMUKUZI, MBARARA MBARARA MUNICIPALITY

Section B: Addressee's Particulars

Taxpayer Identification Number (TIN)	1053292250		
Addressee's Legal Name*	UGANDA VOCATIONAL AND TECHNICAL ASSESMENT BOARD		
Addressee's Business Name	UGANDA VOCATIONAL AND TECHNICAL ASSESMENT BOARD		
Transaction Reference Number			
Phone Contact	(+256) 485 660 007	Email	info@uvtab.go.ug

Section C: Purpose of TCC

This TCC has been issued to the applicant for the purpose below:

1) OTHER : ITS FOR CLEANING SERVICES

Section D: Official URA Representative

This Certificate has been issued for and on behalf of the Commissioner / Commissioner General

Dear client, you may check the validity of this T.C.C on the URA web portal: <https://ura.go.ug> using the reference number (above) or visit the nearest Domestic Tax Office.

